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Assistance to Afghanistan

Note by the Administrator

Summary

Submitted on the initiative of the Administrator, the present report provides an overview of the situation in Afghanistan. It describes UNDP activities undertaken during the period 1997-1999, in particular those of the Poverty Eradication and Community Empowerment (P.E.A.C.E.) Initiative, and gives an overview of the synergy achieved through the cooperation of other participatory organizations.

The Administrator seeks the approval of the Executive Board to continue to appraise and approve projects for the next three years (2000-2003) on a case-by-case basis. The objectives and expected results of the activities proposed are described in detail in chapter III while management arrangements are set out in chapter IV.

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Introduction

1. At its thirty-first session (1984), the Governing Council did not attain consensus on the approval of the proposed country programme for Afghanistan for the period 1984 to 1986. The Council decided that the Administrator should provide continued support for ongoing projects in Afghanistan and consider for approval new projects consistent with the rules, regulations and normal criteria of UNDP. At subsequent sessions of the Council and of the Executive Board (most recently at the second regular session of the Executive Board in 1997), the Administrator was authorized, in the absence of a country programme for Afghanistan, to provide continued support for ongoing and new projects in Afghanistan. The current arrangement has been approved until the end of 1999.

2. As a result of continuing civil strife in Afghanistan, it is not feasible to formulate a country cooperation framework at this juncture. The Administrator therefore seeks the authorization of the Executive Board to continue to appraise and approve projects for the next three years (2000-2003) on a case-by-case basis, consistent with the rules, regulations, guidelines and normal criteria of UNDP. The strategy for future interventions is described below. When conditions permit, the preparation of a country cooperation framework will be initiated.

I. Humanitarian and development situation

3. Afghanistan is a country in deep crisis. Twenty-one years of continuing conflict have led to the total collapse of local and national institutions of governance, have devastated the economy and have shattered community cohesion as well as the basic productive and social infrastructures. For the past several years, Afghanistan has remained at the bottom of the human development index. During recent years, the Taliban movement has expanded the territory under its control to approximately 85 per cent of the country. However, neither a military nor a negotiated settlement of the conflict seems within reach at present.

4. The human rights situation continues to deteriorate in all parts of the country and policies of gender discrimination are pursued, particularly in Taliban controlled areas. Areas of the country suffer from food shortages. Basic health, education and other social services have collapsed or are extremely precarious at best. Traditional coping mechanisms and the remnants of pre-war civil society have been profoundly affected. Females have unequal or no access to those rudimentary health and education facilities that remain and have to endure the additional trauma resulting from family loss, conflict and discrimination. Although an estimated four million refugees have returned, more than two million remain in neighbouring countries, and half a million have been internally displaced in the latest few years. Unemployment has reached enormous proportions; practically the only reliable employment at present is either as a soldier or in the criminalized economy created through the production and trafficking of narcotics and through smuggling.

5. The complex reality of Afghanistan escapes easy labelling. It mixes a volatile and violent political crisis, a human rights and humanitarian emergency and two decades of missed development opportunities. The fragmentation of the country and collapse of practically all institutions of the state, also constitute an emergency of governance.

6. In this context, the attention of the international assistance community has turned more towards the need for programming with adherence to common principles and common objectives. In the absence of a traditional programming dialogue with, and direction from, a national government, the UNDP programme, like other programmes of the United Nations organizations and non-governmental organizations (NGOs) in Afghanistan, is based on the tenets of the Ashgabad International Forum on Assistance to Afghanistan (January 1997) i.e.: (a) peace-building should be the overriding objective of all assistance; (b) a comprehensive and long-term approach was required for integrating humanitarian, rehabilitation, development and human rights activities; and (c) working with Afghan civil societies, at the community level, was — in the current circumstances — the best option. In this vein, a strategic framework for assistance has been agreed on by the assistance community and serves as the overriding programming guide, outlining common principles and objectives.

7. Coordination within the assistance community has taken large steps forward in the period 1997-1999, in accordance with the strategic framework and

principled common programming process. Incorporating the entire international and national assistance community, several coordinating bodies have been established, including the Afghanistan Programming Board, thematic working groups at the national level, and regional coordination bodies. In support of these ground-breaking, comprehensive efforts, UNDP has joined forces with the United Nations Office for the Coordination of Humanitarian Assistance for Afghanistan. The Humanitarian/ Resident Coordinator, who is also the UNDP Resident Representative, leads the coordination work and the joint office supports the coordinating bodies mentioned above as well as the preparation of the Consolidated Appeal. Within this office, special advisers for human rights and gender have been fielded, supported by UNDP and servicing the international and national assistance community.

8. In a meeting of the Afghanistan Support Group held in Ottawa, Canada from 8 to 9 December 1999, donors heeded an appeal for more donor funding to be extended to longer-term activities that would enable Afghan communities to become more self-reliant. Strong support was expressed for the UNDP programme, which combines the strengthening of local governance with immediate rehabilitation activities.

II. Results and lessons learned from past programmes and interventions

A. Main results achieved as determined from the monitoring and evaluation of current programmes

9. During the period 1997-1999, UNDP delivered substantial assistance through a major programme with a vision for community self-reliance, named the Poverty Eradication and Community Empowerment (P.E.A.C.E.) Initiative, incorporating five major rehabilitation and development components, as well as significant coordination-support activities. As well as utilizing carry-over resources from the fifth cycle and core resources from the financial cycle 1997-1999, the programme has been able to attract significant cost-sharing and parallel financing. Evaluation missions in 1998 and 1999 concluded that despite a number of constraints, the programme has been a fruitful undertaking in delivering an impressive package of assistance. In particular, the thematic evaluation in 1999 stressed the role of this programme as a set of area-development schemes, one of the few realistic options to fill the gap where social and economic structures are in ruins and government institutions in a state of collapse. Some specific achievements noted were:

(a) Forming the basis for self-reliant, sustainable rehabilitation and development, intensive community mobilization work has set up and/or empowered 2,100 community organizations and special interest groups (including women's groups) in rural and urban areas;

(b) In primary education, a pilot project has been established and has opened 15 community schools for boys and girls;

(c) Basic and specialized social services have been delivered to over 34,000 disabled persons (35 per cent women);

(d) Safe drinking water has been provided to over 14,000 households;

(e) Locally owned and administered revolving funds for micro-finance have been established and are fully functional in 85 communities;

(f) More than 40,000 metric tonnes of quality seeds were multiplied and distributed inside the country. Along with the provision of training, extension services and fertilizers, it is estimated that the total wheat yield gain from this input is 250,000 metric tonnes;

(g) Fruit-tree nurseries were established, producing enough saplings to plant 6,000 hectares of orchards;

(h) Twenty-five million animal vaccinations or treatments were administered, estimated to benefit one million livestock owners.

10. In relation to the work done by the P.E.A.C.E. Initiative under the programme on the empowerment of communities, the 1999 evaluation concluded that actions at the level of local communities at this juncture offer the best prospects of addressing some of the most difficult issues confronting the country, such as human rights observance, gender discrimination, environmental decline in rural and urban areas, and the expanding cultivation of opium poppy. Directly engaging rural and urban communities and civil society

affords the best chance of making a difference by creating capacity among communities to help themselves. Furthermore, it can help to lay the foundations of self-government by reviving and fostering traditions of local governance.

B. Experiences and lessons learned from past and present programmes

11. Overall, the 1999 evaluation concluded that programme methods and approaches are sound. Considerable synergies have been created, not only through the cooperation of participating organizations but also with organizations operating outside the programme framework. Collaborating organizations at various levels have included the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization, the United Nations Centre for Human Settlements (UNCHS) (Habitat), the United Nations International Drug Control Programme (UNDCP), the United Nations Educational, Social and Cultural Organization (UNESCO), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the United Nations Office for Project Services (UNOPS), the World Food Programme (WFP) and the World Health Organization (WHO) and a number of national and international NGOs. As detailed in the evaluation report, a valid contribution is being made to combat widespread rural and urban poverty. Communities are being mobilized for self-help along different tracks and their organizations should be allowed to develop their potentials. Different methods are being tested, opening up livelihood opportunities.

12. Among the beneficiary communities, social processes have been set in motion that create new coping mechanisms and enhance resilience. These capacities for community participation and organization should be further built on with the aim of making them fully sustainable in the long term. From the donor perspective, the programme offers them an established operational link able to give effect to longer-term development strategies and a ready management and technical capacity for delivering sectoral programmes in specific geographic areas.

13. In conclusion, the 1999 evaluation recommended that the programme should be carried forward for another two-year period. In this connection a number of associated recommendations are made to strengthen and revitalize the effort. These relate to such subjects as impact indicators and the introduction of more structured monitoring, in a qualitative sense, of cross-cutting operational approaches, such as gender differentiation, community organization and income generation, targeting the most disadvantaged groups of Afghan society.

III. Objectives, programme areas and expected results

A. Objectives

14. In the Strategic Framework jointly agreed to by the assistance community, the following key objectives have been set out: (a) the alleviation of human suffering; (b) the protection and advancement of human rights, with particular emphasis on gender; (c) the provision of basic social services; (d) the empowerment of Afghans, both women and men, to build sustainable livelihoods; and (e) the return of refugees from neighbouring countries.

15. To contribute to a return to normalcy through these objectives, UNDP must continue a two-pronged approach: (a) focus its developmental activities to strengthen coping capacities and stabilize communities by seeking to maintain productive endeavours and social services and restoring governance and (b) strengthen international cooperation for sustainable human development and help the United Nations family to become a unified, powerful force for human development.

16. The overriding goal of the UNDP programme for the period 2000-2002 is to contribute to the realization of the aspiration of the people of Afghanistan for peace and development in a collective, self-reliant and sustainable manner, with particular emphasis on the most vulnerable. This requires an emphasis on: (a) community empowerment through enhancing people's capacity to organize themselves into viable and just communities for self-reliant development; (b) human welfare through improving the welfare of the population, the most vulnerable in particular, by strengthening the capacity at the local level to create and manage infrastructure, strengthen food security and improve income generation; and (c) governance by enhancing sustainable community-based development

by strengthening capacity and the enabling environment at relevant levels for good governance.

17. The 2000-2002 programme, in its re-articulated objectives, stresses the importance of processes of interaction and advocacy with communities on gender and human rights, and of the establishment of mechanisms where communities can advocate confidently for policy change. This will ensure the emergence of an environment where activities which move gender concerns can be gradually and openly undertaken. Each of the programme components has defined, in its own project framework, one or more success targets in this area. Apart from this new focus in objectives, two programming aspects will be stressed in the next phase: (a) the systematic appraisal — and impact assessment — of all project interventions from a gender perspective and (b) a quarterly review, at the programme-manager level and with the participation of the United Nations Senior Adviser on Gender, of major successes and failures.

B. Programme areas

18. While maintaining the overall, programmatic objectives described above, the programme is, for practical reasons, divided into the five sub-components described below.

Strengthening community self-help capacities in rural Afghanistan and rebuilding communities in urban Afghanistan

19. The emphasis of these components is on activities that improve the living conditions and human welfare in rural and urban areas in a sustainable manner. This includes a number of small-scale interventions to improve infrastructure as well as interventions in health, education, shelter, water and sanitation and the creation of income-earning opportunities. However, the success criteria, and thus impact targets, will also focus on the extent to which participatory development takes place and the degree to which benefits accrue to women, the poorest and the most disadvantaged in particular. The central elements of these components are the involvement of civil society organizations and capacity development: community organizations participate in the full range of interventions from needs identification, through implementation, to post-programme sustenance of activities.

Food security through sustainable crop production

Livestock development for food security

20. The emphasis of these components is on improving food security and livelihoods through increased agricultural and livestock production. Success will be achieved by strengthening local capacities (at the district, village-cluster and village level) for self-reliance in these sectors, in particular with respect to access to technology, inputs and services. Activities include training of the local private sector, non-governmental sector and contact farmers, farmer groups, and livestock owners in agricultural and livestock techniques through efficient extension services. Support will also be provided to local communities and community groups to enable them to become self-reliant in the production, management and dissemination of essential agricultural inputs.

Comprehensive disabled Afghan's programme: integration of the disabled and marginalized

21. The emphasis of this component is on ensuring the integration of disabled people, widows and orphans into mainstream development and programme activities through a number of well identified and targeted support activities. This includes, *inter alia*, overcoming constraints through special credit programmes, disability support instruments and income-earning opportunities. An overriding goal is to involve community groups in the design and implementation of integration activities, ensuring a community-based rehabilitation approach and thus empowerment of the target groups.

C. Expected results

22. The programme is expected to have the following results:

(a) Community organizations established at the local level to undertake development activities and promote good governance. Capacity developed within these organizations to mobilize resources and manage them in a sustainable manner, to undertake activities that contribute to meeting the essential needs of the people, and to have an advocacy role for individuals and communities;

(b) Improved access by communities to physical and social services and infrastructure and strengthened capacity of the communities to manage them. Essential community-level infrastructure rehabilitated and sustained. Food security strengthened at both household and community level. Conditions created to increase licit incomes and provide employment and economic development;

(c) New partnerships developed by communities with private and non-governmental organizations. Capacity of both communities and public institutions strengthened to develop mutually supportive relationships for self-reliant development. Capacity of community organizations to undertake advocacy for human rights strengthened.

IV. Management arrangements

A. Programme management

23. The programme is designed to focus its range of components on certain selected districts. This is done to create an area rehabilitation and development effect by addressing several types of needs in the same communities simultaneously. Through this approach, synergies are created and impact on one specific target population is maximized. This approach has also helped to provide a forum that works towards principle-centred common programming, by linking the principles with field experience and insights. Within each district, a lead agency will be designated, further enhancing integration of the efforts. The programme will also continue to work closely with the regional coordination officers appointed by the United Nations Coordinator. For the focus districts, the compilation of baseline data and the establishment of a set of relevant impact indicators will allow a results-based approach to interventions across the programme.

24. In reaching out to new districts, care is taken to build step-by-step on the successful investments in the original district. In exceptional cases such as vaccination of animals or improved seed development the activities are designed to benefit the whole country. In addition, some areas of special interest have been selected by a wider group of organizations in an attempt to embark on development activities with a specific focus, for example from the perspective of refugee return or the reduction of opium production. Here, the programme plays a pivotal role in providing a broad base onto which more specialized components can be added.

25. Finally, there is an emphasis on the sharing of premises, vehicles and other services among the partners of the P.E.A.C.E. Initiative. In particular in remote field locations, this type of cooperation has high value, allowing a wide range of interventions that otherwise would not have been possible.

26. The focus of national capacity-building within the programme is on local community organizations. In Afghanistan, strong, traditional structures for consultation and governance exist on the local level, both in rural and urban areas. In some instances, the P.E.A.C.E. Initiative strengthens existing mechanisms, mobilizing community groups and organizations as interlocutors, negotiating partners, implementers, monitors, etc. In other instances, where the level of deterioration in social structures so requires, the programme assists in creating new consultation and governance structures, either as broad, inclusive groups, or as special interest groups, for example for the disabled. There are a number of examples of successful capacity-building that have enabled communities to continue with self-implemented activities by drawing on their own resources, with no further support from the programme, or by serving as interlocutors for future interventions from other external assistance organizations. The very coping mechanism that a viable community fosters can also be the foundation for sustained peace and development.

27. In implementing programmes in the field, national NGOs have been used to a significant extent. Over time, this has led to the establishment of a strong cadre of qualified implementing partners, who, it is envisaged, could form the basis of private service providers and contractors in the future. In some instances, technical departments associated with local authorities have been involved in the implementation of activities. While great caution has to be exercised, considering the political situation, the potential value of keeping a minimal technical competence intact in local government departments is high.

28. The programme employs a large number of national staff at both the professional and support levels. Considering the country situation, the development of such staff is seen as an important contribution to national capacity-building. As the

programme moves towards more delegation of responsibility in the future, the impact of these efforts will become even higher.

B. Monitoring, review and reporting

29. In the course of the first six months, and every six months thereafter, a review will be made of project progress and achievements, to facilitate deliberations on the future focus of activities, future funding and any necessary changes. Such a review will emphasize: (a) programme impact; (b) enhanced coordination and synergy within the programme; (c) enhanced coordination with common programming initiatives; (d) mobilization of funds; (e) extended partnerships.

30. Considering the strong recommendation of the 1999 thematic evaluation to strengthen the measurement of programme impact, a detailed set of indicators will be designed that will focus on the following programme components:

(a) Community organization:

(i) Structure and management system in place as per adopted methodology;

(ii) Type and range of services established and in operation over a specified period;

(iii) Financial self-sufficiency;

(iv) Employment generation;

(v) Partnerships established;

(vi) The needs of women, the poor and the disadvantaged addressed;

(b) Human welfare (disaggregated by gender, widows, internally displaced persons and refugees):

(i) Access to water, sanitation and health services improved;

(ii) Access to health and education improved;

(iii) Food security strengthened;

(iv) Protection against epidemics enhanced;

(c) Governance (relating to local community organizations):

(i) Participation in community consultations strengthened;

(ii) Arbitration cases undertaken;

(iii) Transparency systems in place;

(iv) Participation of women increased;

(d) Programme and project management:

(i) Islamabad-based project units restructured;

(ii) Regional and local cross-programme team leaders designated;

(iii) Resource mobilization undertaken;

(iv) District team functioning;

(v) Impact indicators designed and in place;

(vi) Self-evaluation system in place.

V. Executive Board action

31. The Executive Board may wish to:

Authorize the Administrator to continue to approve projects for Afghanistan on a case-by-case basis for the period 2000-2003.

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The successor programming arrangements

Earmarkings for the target for resource assignment from the core for 2001-2003

I. Purpose

1. Pursuant to the request of the Executive Board in paragraph 12 of its decision 99/2, the preliminary target for resource assignment from the core (TRAC) figures under line 1.1.1 for individual recipient countries were provided at the second regular session 1999 (see document DP/1999/27).

2. In the present document, the Administrator provides the revised and final TRAC earmarkings for 2001-2003.

II. TRAC earmarkings for 2001-2003

3. UNDP will consider revisions to the base year (1997) gross national product (GNP) per capita for resource distribution purposes within one year after the calculations of the preliminary TRAC earmarkings.[1] Thereafter, a revision will be considered only if (a) there is a variance of at least 10 per cent from the figure originally used, or (b) the revised GNP per capita falls below one of the thresholds used in the calculations or used to establish government local office cost (GLOC) obligations. No downward adjustments of preliminary figures are made where there are increases in the GNP per capita.

4. Since the adoption of Executive Board decision 99/2 and the subsequent calculation of preliminary TRAC earmarkings, the 1997 GNP per capita estimates for 45 countries have been revised downward. This has resulted in higher TRAC earmarkings for 20 countries. The preliminary TRACs for the remaining 25 countries were determined by the floor principle and the calculations using the revised lower GNP per capita does not result in earmarkings above the earlier established floor amounts.

Earmarking for East Timor

5. In its decision 2000/2, the Executive Board approved the allocation of $5 million to East Timor for the period 1999-2000. As reliable GNP per capita data is not available for East Timor, this figure represents in essence an agreement on the minimum critical mass of TRAC resources required for an initial two-year period. (The only estimate available is a 1996 figure of $431 gross domestic product (GDP) per capita cited in the East Timor Joint Assessment Mission Report.)

6. Given annual total resources of $750 million, the figure of $5 million would correspond with a TRAC earmarking for the period 1999-2000 calculated on the

[1] See paragraph 4 of Governing Council decision 88/8; and decisions 93/24 and 92/30, in which the Executive Board *took note of paragraph 17 of document* DP/1993/21, and paragraph 13 of document DP/1992/22.

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basis of a 1994 GNP per capita of around $290, taking into consideration the independence bonus.

7. Hence, in view of the lack of reliable GNP per capita data, the figure of $290 has been used for calculating a TRAC earmarking for 2001-2003. This results in a preliminary earmarking from TRAC line 1.1.1 of $4,911,000 for the three-year period. This figure will be reviewed once a more reliable 1997 GNP per capita becomes available.

Unallocated reserve

8. In accordance with its decision 99/2, the Executive Board established an unallocated reserve of $30 million to finance, *inter alia*, $3,330,000 of TRAC requirements related to net contributor countries (NCCs) and any upward revisions that arise from changes to 1997 data reported during 1999.

9. The total increase in TRAC resources from line 1.1.1 and 1.1.2 resulting from changes in data and the establishment of an earmarking for East Timor amounts to $28,749,000 for the three-year period. The TRAC earmarkings for NCCs has decreased from $3,330,000 to $2,330,000 as Chile's GNP per capita has fallen below the NCC threshold of $4,700. Consequently, with only $30 million in the reserve, the total amount of $31,075,000 in additional TRAC earmarkings and earlier established allocations related to NCCs cannot be fully funded. However, the unfunded amount of $1,075,000 should be considered in the light of the dynamic resource planning process of UNDP and can be accommodated in the context of future assignments from line 1.1.2 and/or further adjustments in TRAC earmarkings based on available resources.

Effects on the overall distribution of earmarkings

10. Table 1 below provides a summary of the final earmarkings for total TRAC resources under lines 1.1.1 and 1.1.2 for the period 2001-2003, broken down by category of country and by region. Table 2 provides the final earmarkings under line 1.1.1 for individual recipient countries, grouped by region. The calculations are based on latest available 1997 World Bank data on GNP per capita. Those countries where changes have occurred are shown with an asterisk.

11. In its decision 99/2, the Executive Board also decided that NCCs are to be treated as a separate group of programme countries outside the TRAC distribution model. The respective TRAC-1 earmarkings for the grace period were to be calculated at 60 per cent of their previous TRAC and to be financed from the unallocated reserve. (See document DP/1999/27 for details on the new arrangement.) Table 3 below shows the complete list of NCCs as of 2001, based on revised 1997 GNP per capita data and the current threshold of $4,700. As of 2001 there are three new NCCs.

12. It may be recalled that an important element of the successor programming arrangements was the attainment of the target of $1.1 billion annually for total resources for 2001-2003. The TRAC figures shown in the tables below have been calculated using this financial framework.

13. It should be noted, however, as explained in document DP/1999/27, that the Administrator is authorized to adjust programming levels on a proportionate basis in line with estimates of resource availability for the period vis-à-vis the planning target (in accordance with paragraph 25 of decision 95/23). Thus, in releasing resources for programming, the annualized TRAC earmarkings shown in tables 2 and 3, as well as the earmarkings for all other programme lines of the financial framework, will be adjusted on an across-the-board basis, in keeping with the latest estimates of voluntary contributions taking into account the provisions of the biennial budget approved by the Executive Board.

III. Executive Board action

14. The Executive Board may wish to take note of the final TRAC earmarkings under line 1.1.1 as shown in tables 1, 2 and 3 of the present document.

Table 1. Final earmarkings for TRAC 1.1.1 and 1.1.2 for 2001-2003 by category of country and by region
(based on $3.3 billion in total resources for the period)

	(Millions of dollars)			As percentage of total TRAC	
	Preliminary	Final	Difference	Preliminary	Final
Total earmarking for TRAC-1 and 2	1,738.8 [a/]	1,767.5 [b/]	28.7	100	100
of which:					
Low-income countries [c/]	1,530.1	1,557.5	27.4	88	88
Middle-income countries	208.7	210.0	1.3	12	12
of which:					
LDCs	1,068.6	1,074.3	5.7	61	61
Non-LDCs	670.2	693.2	23.0	39	39
Regional distribution					
Africa	843.7	846.1	2.4	49	48
Asia and the Pacific	526.3	542.9	16.6	30	31
Arab States	140.8	144.0	3.2	8	8
Latin America and the Caribbean	85.2	88.0	2.8	5	5
Europe and the Commonwealth of Independent States	142.8	146.5	3.7	8	8

a/ This amount is equal to 53.6 per cent of the resources covered by the financial framework and incorporates transfers approved in paragraphs 4 (a) and 5 (b) of decision 98/19; excludes $30 million of undistributed reserve.

b/ This amount excludes TRAC earmarkings for new net contributor countries (NCCs) equal to $2,326,000 (See Table 3).

c/ Low-income countries with a GNP per capita of $375 or less increased from $1,124,000 or 64.6 per cent to $1,151,000 or 65.1 per cent of total TRAC.

Table 2. Final earmarkings for TRAC line 1.1.1 by country for 2001-2003

Region		LDC status	1997 GNP per capita a/	TRAC-1
			dollars	millions of dollars
Africa	ANGOLA	LDC	250	18.238 *
	BENIN	LDC	380	9.787
	BOTSWANA		3 270	0.895
	BURKINA FASO	LDC	240	18.427 *
	BURUNDI	LDC	140	16.197
	CAMEROON		620	7.698
	CAPE VERDE	LDC	1 260	1.177
	CENTRAL AFRICAN REPUBLIC	LDC	320	8.439
	CHAD	LDC	220	14.547 *
	COMOROS	LDC	400	2.809
	CONGO		690	3.241
	CÔTE D'IVOIRE		720	7.623
	DEMOCRATIC REPUBLIC OF THE CONGO	LDC	110	34.152
	EQUATORIAL GUINEA	LDC	870	2.064
	ERITREA	LDC	230	10.483
	ETHIOPIA	LDC	110	38.528
	GABON		4 160	0.316
	GAMBIA	LDC	340	5.741
	GHANA		400	11.680
	GUINEA	LDC	570	8.464
	GUINEA-BISSAU	LDC	230	6.968
	KENYA		340	14.535
	LESOTHO	LDC	680	4.149
	LIBERIA	LDC	490 b/	5.957
	MADAGASCAR	LDC	250	18.948
	MALAWI	LDC	220	19.195
	MALI	LDC	260	17.637
	MAURITANIA	LDC	440	5.963
	MAURITIUS		3 830	0.483
	MOZAMBIQUE	LDC	180	23.955
	NAMIBIA	LDC	2 110	1.465
	NIGER	LDC	200	18.962
	NIGERIA		280	30.508
	RWANDA	LDC	210	16.294
	SAO TOME AND PRINCIPE	LDC	290	1.348
	SENEGAL	LDC	530	10.188 *
	SIERRA LEONE	LDC	160	13.056
	SOUTH AFRICA		3 680	2.940
	SWAZILAND		1 520	0.642
	TOGO	LDC	350	9.089
	UGANDA	LDC	320	18.255
	UNITED REPUBLIC OF TANZANIA	LDC	200	25.476 *
	ZAMBIA	LDC	370	13.581
	ZIMBABWE		710	7.561
Africa total				507.660

Table 2 (continued)

Region		LDC status	1997 GNP per capita a/	TRAC-1
			dollars	millions of dollars
Asia and the Pacific	AFGHANISTAN	LDC	260 b/	21.370
	BANGLADESH	LDC	350	36.454
	BHUTAN	LDC	440	5.693
	CAMBODIA	LDC	280	17.050 *
	CHINA		710	36.060 *
	COOK ISLANDS		3 150 b/	0.134
	DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA		860 b/	5.582
	EAST TIMOR		290 c/	4.911 *
	FEDERATED STATES OF MICRONESIA		1 890	0.198
	FIJI		2 560	0.328
	INDIA		430	47.790
	INDONESIA		1 110	13.126
	IRAN (ISLAMIC REPUBLIC OF)		1 510	1.452
	KIRIBATI	LDC	1 130	0.567
	LAO PEOPLE'S DEMOCRATIC REPUBLIC	LDC	390	8.748 *
	MALAYSIA		4 550	0.966
	MALDIVES	LDC	1 070	1.100
	MARSHALL ISLANDS		1 610	0.193
	MONGOLIA		400	5.005
	MYANMAR	LDC	300 b/	25.061
	NEPAL	LDC	220	22.274
	NIUE		2 310 b/	0.096
	PAKISTAN		490	21.826 *
	PALAU		4 060 b/	0.046
	PAPUA NEW GUINEA		1 010	4.101
	PHILIPPINES		1 200	7.209
	SAMOA	LDC	1 160	0.786
	SOLOMON ISLANDS	LDC	880	1.048
	SRI LANKA		800	8.179
	THAILAND		2 740	3.225
	TOKELAU		1 020 b/	0.202
	TONGA		1 770	0.204
	TUVALU	LDC	1 190 b/	0.267
	VANUATU		1 340	0.369
	VIET NAM		330	24.128
Asia and the Pacific total				325.746

Table 2 (continued)

Region		LDC status	1997 GNP per capita a/	TRAC-1
			dollars	millions of dollars
Arab States	ALGERIA		1 530	1.334
	DJIBOUTI	LDC	790 b/	1.678
	EGYPT		1 200	7.568
	IRAQ		2 450 b/	0.978
	JORDAN		1 230	2.046 *
	LEBANON		3 350	0.952
	MOROCCO		1 250	4.005 *
	SOMALIA	LDC	140 b/	21.340
	SUDAN	LDC	270	21.729 *
	SYRIAN ARAB REPUBLIC		1 120	4.940
	TUNISIA		2 080	0.985
	YEMEN	LDC	270	18.837
Arab States total				86.393
Latin America and the Caribbean	BELIZE		2 730	0.127
	BOLIVIA		970	5.265
	CHILE		4 690	1.168 *
	COLOMBIA		2 560	1.445
	COSTA RICA		2 720	0.595
	CUBA		1 450 b/	1.758
	DOMINICA		3 080	0.151
	DOMINICAN REPUBLIC		1 700	2.201
	ECUADOR		1 530	1.749
	EL SALVADOR		1 800	1.368
	GRENADA		3 140	0.159
	GUATEMALA		1 580	1.468
	GUYANA		790	2.539
	HAITI	LDC	380	12.235
	HONDURAS		710	4.446 *
	JAMAICA		1 580	0.563
	MEXICO		3 940	1.864
	NICARAGUA	LDC	370	8.802 *
	PANAMA		3 020	0.438
	PARAGUAY		1 920	0.725
	PERU		2 600	1.642
	SAINT LUCIA		3 690	0.143
	SAINT VINCENT AND THE GRENADINES		2 480	0.237
	SURINAME		1 320	0.440
	TRINIDAD AND TOBAGO		4 320	0.325
	VENEZUELA		3 560	0.988
Latin America and the Caribbean total				52.841

Table 2 (continued)

Region		LDC status	1997 GNP per capita a/	TRAC-1
			dollars	millions of dollars
Europe and the Commonwealth of Independent States	ALBANIA		750	4.871 *
	ARMENIA		520	4.877 *
	AZERBAIJAN		440	8.125 *
	BELARUS		2 040	0.835
	BOSNIA AND HERZEGOVINA		530 b/	3.942
	BULGARIA		1 170	3.578
	CROATIA		4 640	0.511
	ESTONIA		3 360	0.378
	GEORGIA		880	5.599
	HUNGARY		4 510	0.834
	KAZAKHSTAN		1 350	2.302
	KYRGYZSTAN		480	5.737
	LATVIA		2 300	0.504
	LITHUANIA		2 280	0.788
	POLAND		3 790	1.181
	REPUBLIC OF MOLDOVA		500	5.705
	ROMANIA		1 410	1.720
	RUSSIAN FEDERATION		2 610	2.024
	SAINT HELENA		640 d/	0.287
	SLOVAK REPUBLIC		3 680	0.561
	TAJIKISTAN		340	8.454
	THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA		1 330	2.117
	TURKEY		3 200	1.633
	TURKMENISTAN		650	4.369
	UKRAINE		1 010	9.162 *
	UZBEKISTAN		1 010	6.955 *
	YUGOSLAVIA		1 590 b/	0.840
Europe and the Commonwealth of Independent States total				87.888
Grand Total				1,060.529 e/

* Indicates a change has occurred.

a/ World Bank data (World Bank Atlas method) unless otherwise indicated.

b/ 1997 per capita GNP preliminary estimates provided by the World Bank are used.

c/ See paragraph 5 of this document.

d/ 1997 per capita GNP estimates as extrapolated from 1994 data are used.

e/ Equal to 60 per cent of total TRAC resources (line 1.1.1 and 1.1.2) of $1,767,500.

Table 3. TRAC-1 earmarkings for new net contributor countries for 2001-2003, and reimbursable TRAC-1 for the year 2000

NCC by region	1997 per capita GNP a/	TRAC-1 earmarking for 2001-2003 grace period	Reimbursable TRAC-1 for 2000
	dollars	millions of dollars	
Africa			
SEYCHELLES b/	6 910	-	eligible
Asia and the Pacific			
BRUNEI DARUSSALAM	25 030 c/	-	
NAURU	29 110 d/	-	
REPUBLIC OF KOREA	11 390	-	
SINGAPORE	32 960	-	
Arab States			
BAHRAIN	8 280	-	
KUWAIT	18 320 c/	-	
LIBYAN ARAB JAMAHIRIYA	7 200 c/	-	eligible
OMAN	5 070 c/	-	eligible
QATAR	13 410 c/	-	
SAUDI ARABIA	7 320	-	
UNITED ARAB EMIRATES	20 340	-	
Latin America and the Caribbean			
ANGUILLA b/	6 640 e/	-	eligible
ANTIGUA AND BARBUDA b/	8 260	-	eligible
ARGENTINA b/	8 160	-	eligible
ARUBA	21 170 c/	-	
BAHAMAS	12 760 c/	-	
BARBADOS	7 690 c/	-	eligible
BERMUDA	34 590 c/	-	
BRAZIL f/	4 800	1.501	
BRITISH VIRGIN ISLANDS	17 600 c/	-	
CAYMAN ISLANDS b/	32 120 c/	-	eligible
MONTSERRAT b/	6 300 c/	-	eligible
NETHERLANDS ANTILLES	11 820 c/	-	
SAINT KITTS AND NEVIS b/	6 050	-	eligible
TURKS AND CAICOS ISLANDS b/	6 920 e/	-	eligible
URUGUAY f/	5 980	0.500	
Europe and the Commonwealth of Independent States			
CYPRUS	12 090	-	
CZECH REPUBLIC f/	5 310	0.324	
MALTA	12 440	-	
SLOVENIA b/	9 920	-	eligible
Total		2.326	

a/ World Bank data (World Bank Atlas method) unless otherwise indicated.

b/ Grace period applies only to 1997-1999.

c/ 1997 per capita GNP preliminary estimates provided by the World Bank are used.

d/ 1997 per capita GNP estimates as extrapolated from 1994 data are used.

e/ 1997 per capita GDP estimates provided by the World Bank are used.

f/ New NCC as of 2001.

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BUSINESS PLANS

Meeting the challenge: the role of UNDP in crisis, post-conflict and recovery situations, 2000-2003

Report of the Administrator

Introduction

1. The present document builds on the Administrator's Business Plans submitted to the Executive Board at its first regular session 2000 (DP/2000/8). It results in part from extensive consultations with partners - governmental, United Nations and non-governmental. It is presented in the context of the UNDP commitment to work with partners to provide reliable, coherent support to programme countries in special development situations, including in the post-conflict and recovery periods.

2. The purpose of the report is to inform the Executive Board of the progress that UNDP had made in implementing relevant Board decisions and to seek the Board's support in mapping out a strategy to become a more effective actor and partner in this challenging environment.

3. Underpinning the report are a number of commitments made by the Administrator, including:

(a) To respect and build on the mandate of UNDP as a development agency committed to the alleviation of poverty and the promotion of human development;

(b) To develop strategic partnerships within and beyond the United Nations system to strengthen the coherence of international support for programme countries;

(c) To ensure that core resources are not diverted to post-conflict or post-disaster activities, beyond the Board's decision to establish target for resource assignment from the core (TRAC) line 1.1.3 and that any expanded activities in this area are financed exclusively from non-core resources.

4. The report is informed by the need for UNDP to focus exclusively on those areas that draw on the organization's comparative advantages, that contribute to the conflict prevention and disaster-reduction capacities of the United Nations and of the international community, particularly at the country level, and that respond to the needs and demands of programme countries.

I. CONTEXT

5. Despite progress in many societies, the last decade has witnessed a series of conflicts and natural disasters that have afflicted a growing number of vulnerable countries around the world. These man-made and natural disasters have destroyed decades of development, creating massive social and economic dislocation. This has brought a dramatic rise in civilian casualties, refugees and internally displaced populations and the collapse of state and civil society institutions. The vast majority of current conflicts are in the developing world, where they hurt the poorest most of all. In addition, societies recovering from violence are most vulnerable to falling back into conflict again.

6. Natural disasters – whether they are part of a natural cycle, or have been triggered by man-made environmental degradation – also appear to have increased in incidence. Their impact on lives and property has also grown significantly as populations continue to grow. Protracted environmental degradation, including deforestation and desertification, the continued increase in greenhouse gases, the production of ozone-depleting substances, and inappropriate waste disposal have resulted in climate change and a trend towards an increase in the incidence and relative severity of natural disasters and a perilous deterioration of water quality. In his address at the Second World Water Forum, held in March 2000, the Chairman of the World Commission on Water for the 21st Century, pointed to one estimate that suggests, for example, that in 1999 the land and water crisis in river basins contributed to the total of 25 million environmental refugees, for the first time exceeding the number of war-related refugees.

7. Chronic poverty exacerbates vulnerability to crises and disaster. Many current crises have lasted for years, even decades, in some cases spreading to destabilize entire subregions. Similarly, in many countries natural disasters are not restricted to occasional large catastrophes that "interrupt development" but have become a permanent and perennial problem deeply embedded in development patterns at the community, national and subregional levels.

8. Lost development gains are a tragic reality. In sub-Saharan Africa, one of the regions most affected by natural disasters and complex emergencies, the percentage of population living below the poverty line has increased from 38 per cent in 1987 to 39 per cent in 1997 (see Human Development Report (HDR) 1997). Between 1981 and 1998, the region saw a cumulative decline of 21 per cent in real gross domestic product (GDP) per capita (HDR 1999). Total losses in the Central American countries worst hit by Hurricane Mitch in 1998 were estimated at $6,018 million, representing 13 per cent of the1997 GDP of the region. In Mozambique, the floods caused by Cyclone Eline have affected 1.9 million people and displaced 300,000, reversing eight years of economic growth. Countries such as Haiti and Sierra Leone have seen their human development index drop from 0.209 and 0.354 in 1992 to 0.185 and 0.335, respectively, in 1998 (HDR 1998). In response to these crises, humanitarian assistance as a share of declining ODA has increased from 3 per cent to nearly 9 per cent between 1988 and 1998.

9. These alarming trends have forced consideration of the so-called gap between relief and development. The United Nations and the international community are seeking to assure a coherent handover from humanitarian relief to development efforts for long-term recovery. The growing cost and only partial success of relief and recovery efforts have focused greater interest on crisis prevention – an area identified as a key priority for the United Nations by the Secretary-General, who noted in his address to World Bank staff on 19 October 1999 that "[i]f war is the worst enemy of development, healthy and balanced development is the best form of conflict prevention." The Security Council's open debate in late November 1999 on conflict prevention has been a major development in support of the Secretary General's call for the articulation of a comprehensive long-term United Nations preventive strategy involving all the major organs, specialized agencies, funds and programmes of the United Nations system.

10. Nevertheless, the policy, practice and funding of the United Nations system remain inadequate for crisis prevention. The backdrop is the increasing number of actors involved - multilateral, governmental and non-governmental. The general tendency of the United Nations system and the international community has been to respond to crises with a range of military, political and humanitarian means. Although such support is critically important, it often comes at the expense of long-term development. Humanitarian assistance too often does not address either continuing risks and vulnerabilities or recovery opportunities. Further, it diverts scarce national and international resources from capacity-building for sustainable human development, to which donor and programme countries are committed. In these situations, support is urgently required that averts crises, addresses immediate humanitarian situations and extends well beyond to sustainable recovery.

II. UNDP RESPONSE

11. As the incidence of special development situations has continued to increase and the diversity of their underlying causes has broadened, pressures have grown on UNDP and the world community to respond to them in a more effective and sustainable manner. Most requests for assistance to UNDP come from programme countries struggling to recover from conflict and natural disaster.

UNDP mandates

12. Members states of the United Nations have, over the years, established a clear mandate for UNDP and development agencies to act in special development situations. General Assembly resolution 46/182 of 19 December 1991 established the central importance of development in the midst of emergencies (annex, paras. 9-10). This theme was further elaborated in the report of the Secretary-General on field coordination (A/49/177 - E/1994/8). The centrality of development concerns is also implicit in the report of the Secretary-General entitled "Renewing the United Nations: A Programme for Reform" (A/51/950 and Add. 1-7) and the corresponding resolutions of the General Assembly (resolutions 52/12A and B). The Executive Board further translated these mandates into reality by recognizing that preventive and curative development must often be addressed simultaneously in the midst of crises, and, for the first time, in its decision 95/23, set aside 5 per cent of UNDP core resources in line 1.1.3 for the purpose. Core United Nations mandates in the areas of natural disasters and mine clearance have also recently been delegated to UNDP in paragraph 16 of General Assembly resolution 52/12A and in General Assembly resolution 53/26 respectively. UNDP acts in these areas in close coordination with programme countries.

13. The resident coordinator system, funded and managed by UNDP, also continues to have a clear role in the coordination of operational activities in special development situations. While General Assembly resolutions 32/197, 42/196, 44/211, 47/168, 48/209 and in particular 47/199, provide the overall framework for the coordination of operational activities, the General Assembly, in the annex to resolution 46/182, further affirmed that the Resident Coordinator "should normally coordinate the humanitarian assistance of the United Nations system at the country level. He/she should facilitate the preparedness of the United Nations system and assist in a speedy transition from relief to development". The UNDP coordination role in countries in special development situations was further strengthened in the Secretary-General's programme of reform, under the terms of which the Administrator became a member of the Executive Committees for Humanitarian Affairs and Peace and Security, in addition to his appointment as chairman of the United Nations Development Group (UNDG) (resolutions 52/12A and B).

Achievements

14. In response, UNDP has made considerable headway in reorganizing and redirecting its efforts and resources to address these important mandates.

15. **Commitment to coordination.** Considerable effort has been placed on supporting the coordination of aid in special development situations. In addition to the funding of the day-to-day activities of the Resident Coordinator, UNDP has provided support to the preparation and convening of round-table meetings and to the preparation of Consolidated Appeals (led by the Office for the Coordination of Humanitarian Affairs (OCHA)). UNDP also convenes and manages disaster management teams within country. With its key partners, UNDP has supported the preparation, management and implementation of strategic frameworks and other development, rehabilitation and reconstruction plans as well as sectoral and thematic studies and project-identification exercises. In a wide range of countries, UNDP projects have strengthened the technical and management capacity of national aid-management and coordination bodies, as well as the delivery capacity of national units. Information technology support to coordination platforms is also an important emerging UNDP service to programme countries and to the international community. The most recent example of UNDP support for the coordination for recovery is in Mozambique, where the Government has asked UNDP to organize a donor-coordination meeting to mobilize resources for a framework for sustainable recovery and vulnerability reduction. In such cases, UNDP acts in concert with other key international actors.

16. Within the wider UNDG, complementary measures have been implemented to improve coordination processes. These include the development of standard job descriptions for resident coordinators that also cover humanitarian functions (currently 11 resident coordinators simultaneously serve as humanitarian coordinators) as

well as the involvement of humanitarian agencies, including OCHA, in the resident coordinator selection process. Other activities include the revision of common country assessment (CCA)/United Nations Development Assistance Framework (UNDAF) guidelines to improve relief, reconstruction and development linkages (for example, through the introduction of risk-assessment and vulnerability components). In Kosovo and East Timor, UNDG is also testing alternative models of development coordination, such as the United Nations Development Coordinator concept.

17. **Management changes.** UNDP has made a number of organizational, management and policy changes in response to special development situations, principally in establishing the Emergency Response Division (ERD). The Division oversees funds from TRAC line 1.1.3, ensuring effective and coherent action at the corporate level, working through regional bureaux to reinforce country offices dealing with special development situations. ERD also manages the increasingly important work of UNDP with the Inter-Agency Standing Committee and the Executive Committees for Humanitarian Affairs and Peace and Security established by the Secretary-General.

18. A branch of ERD has been established in Geneva to oversee the mandated role of UNDP in natural-disaster prevention and mitigation, as well as to coordinate with humanitarian agencies in Europe. Substantive capacity has been established in ERD – particularly in the areas of natural disasters, mine action, reintegration and post-crisis institutional change and recovery. Procedures for access to funds for immediate response to disasters under TRAC line 1.1.3 have been simplified and lag times shortened. Procedures also have been developed for the use of non-governmental organizations (NGOs) as executing agents. A number of models of joint management units have been tested at the country level (e.g., in Cambodia, Honduras and Rwanda) and restructuring of selected country offices to respond better to the demands of recovery programming has become common practice.

19. **Resources.** UNDP has financed its operations in this area using resources from TRAC line 1.1.3, trust funds, cost-sharing and significant volumes of parallel financing that have been generated within UNDP frameworks or programmes. In selected countries in which crisis has been pervasive, UNDP has consulted with national authorities and used TRAC lines 1.1.1 and 1.1.2 resources to address the underlying causes of the crisis.

20. As of the end of February 2000, a total of $150 million had been assigned to 225 projects in 89 countries under TRAC line 1.1.3 (For detailed assessment see *The United Nations Development Programme's Response to Countries in Special Circumstances: An Independent Assessment of the Use of TRAC 1.1.3*, prepared for ERD/UNDP, July 1999). Some regional and interregional programmes and one global programme had also been funded. A total of 75 per cent of TRAC line 1.1.3 resources ($113 million) were assigned to programme response in complex development situations (category I) in 41 countries while 9 per cent ($13 million) was assigned to immediate response to sudden crisis (category II) activities in 68 countries, and 16 per cent ($24 million) was assigned to capacity-building and prevention (category III) activities in 23 countries. Twenty-eight countries received funding in 2 or more categories. In category I, a total of 24 per cent was allocated to governance projects, 59 per cent to general reintegration and reconstruction, 8 per cent to mine action, and 6 per cent and 3 per cent to demobilization and the preparation of strategic frameworks respectively.

21. The vast majority of activities supported by UNDP in the crisis and post-conflict area have been financed by extrabudgetary contributions, with TRAC line 1.1.3 often playing a key catalytic role. In Bosnia and Herzegovina, a UNDP investment of $7.1 million led to an additional $70 million from other donors. In Guatemala, $150 million was mobilized around two programmes to secure follow-up on the peace agreement, core-funded with $6.1 million from TRAC line1.1.3. A multi-donor programme worth $133.5 million is anticipated for the UNDP Programme of Assistance to the Palestinian People (PAPP) to be initiated with a total TRAC 1.1.3 allocation of $12.5 million. In Kosovo, after an injection of $2 million from TRAC line 1.1.3, UNDP mobilized $43 million within one year. Rwanda's $8 million allocation from TRAC line 1.1.3 mobilized $112 million. The allocation for Honduras of $700,000 has mobilized $27.3 million and the $1.3 million allocated to East Timor has already secured donor cost-sharing commitments of more than $15 million.

22. To attract needed non-core resources for these types of operations, UNDP has also, as indicated in the interim financial statements for the 12 months ended 31 December 1998, established a number of special trust funds. In 1997 and 1998, these funds disbursed over $250 million. On another level, TRAC 1.1.3 resources attracted funds through third-party cost-sharing arrangements – exceeding $46 million to date – and management services agreements. Overall, UNDP has mobilized an average of $175 million annually in non-core funding for projects in countries in special development situations, as noted in *Sharing New Ground in Post-Conflict Situations: The Role of UNDP in Support of Reintegration Programmes*, page 30. Despite these resource mobilization achievements, the demand for this assistance continues to far outstrip the UNDP resource base.

Major activities

23. **Reintegration.** Area-based reintegration programmes have become a UNDP signature product for post-conflict countries and in conjunction with the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Bank, the International Labour Organization (ILO), the World Food Programme (WFP), the United Nations Office for Project Services (UNOPS) and NGOs, they have been replicated in some 25 countries (notably in Afghanistan, Cambodia, Colombia, Guatemala, Honduras, Mozambique, Nicaragua, Somalia). As noted by the recent evaluation of reintegration programmes, the most successful forms of reintegration assistance provided by UNDP have entailed support to displaced populations as well as the communities into which they are being resettled (see *Sharing New Ground in Post-Conflict Situations: The Role of UNDP in Support of Reintegration Programmes*, page 30). In addition to service-delivery activities and support to livelihoods, UNDP has developed community-based institutional capacity to manage development and widen participation in decision-making while reducing social friction and conflict. UNDP-supported area-based development programmes have also served as a framework for concerted donor action. Community-based work has further enabled UNDP to undertake development activities in "pockets of peace" when peace has not been fully achieved at the national level and/or even in the absence of a universally recognized government (e.g., in Afghanistan and in Somalia). Community-based institutions have also proven effective for delivering micro-credit and small enterprise development as well as sustainable income generation (e.g., in Cambodia).

24. Successful reintegration programmes have also involved coordination and joint programming with UNHCR, particularly for projects requiring rapid implementation for resettlement and reintegration.

25. The use of national and international United Nations Volunteers for capacity-building at the community level and for social recovery has been a central feature of area development, as has support for national NGO capacity where it does not yet exist.

26. **Policy and institutional development.** Policy and institutional development have played an important part in UNDP programmes in post-conflict situations. This is part of UNDP efforts to address the wish expressed by programme countries to catalyse national pro-poor policy processes. During the fifth programming cycle (1992-1996), programme budgets for these activities in countries in special development situations grew from approximately $50 million to $192 million. UNDP activities in this area included the development of capacity to formulate and implement fiscal, revenue and monetary policies that are geared to re-establishing sound development management and creating conditions for economic growth essential for political and social stability. This is often accompanied by the development of a legislative framework for commerce and investment so private sector growth is undertaken in the best interest of the country. To ensure sustainability, capacity for effective budget preparation and expenditure management has also been strengthened. Such work has often been undertaken in close formal or informal collaboration with the World Bank, regional banks and/or the International Monetary Fund (IMF) (e.g., in Cambodia and in Rwanda), who are the key partners in this area.

27. UNDP also has adopted an integrated approach to develop the capacity of the police, courts, judiciary and prison system (e.g., in Haiti and in Rwanda). A growing portfolio for small-arms reduction – integrated into wider development schemes – has made an important contribution in countries such as Albania and Mali. In addition, UNDP has provided support for the development of legal frameworks, including the development of human rights laws and their enforcement as well as constitutional reforms (e.g., in Georgia).

28. Other UNDP activities in this field include the strengthening of key institutions of government (e.g., in Cambodia), the decentralization of government where appropriate and the strengthening of parliamentary and electoral systems (e.g., in Central America). Efforts have also been made to introduce and develop systems of government accountability.

29. **Natural disasters.** In response to General Assembly resolution 52/12B and to bring further focus to the UNDP overall strategy and activity in the field of disaster reduction, the Disaster Reduction and Recovery Programme was established as part of ERD in March 1998. At the same time the United Nations Disaster Management Training Programme, previously managed jointly with the former Department of Humanitarian Affairs was fully integrated into UNDP. Up until the end of 1999, approximately $12.8 million of TRAC 1.1.3 resources has been directed to 29 countries for the purpose of strengthening national disaster-management institutions and training, policy development, strengthening regional cooperation, post-disaster recovery and rehabilitation,

enhancing early warning mechanisms and national disaster plans while supporting vulnerability assessment and community awareness. UNDP has also provided significant support to coordinating the development of recovery plans for major disasters in Central America, Turkey, and Venezuela, to name only a few. In Bangladesh, for example, a UNDP-led effort mobilized $223 million after the massive 1998 floods. With an increasing number of man-made disasters, UNDP has also supported such recovery efforts as weapons and waste disposal (in Kazakhstan), oil spills (in Argentina and in Uruguay), and environmental damage following violent conflict (in south-east Europe).

30. **Mine action.** Within the United Nations system, UNDP has been tasked to take the lead on the socio-economic consequences of landmine contamination and in providing support to local capacity to eliminate the threat they pose to the resumption of normal economic activity, reconstruction and development. To build such capacity, UNDP supports the establishment of management infrastructures and institutional arrangements, develops mine action programmes, and coordinates training for managers, technical teams and support staff. The UNDP multisectoral approach has permitted it to couple its mine-action programmes with other kinds of assistance, such as infrastructure rehabilitation, rural development and refugee reintegration in the 15 countries currently receiving UNDP support in this field (of the total of 20 United Nations-supported operations). Building on $12 million in resources from TRAC line 1.1.3, these programmes have generated over $70 million through trust funds or cost-sharing arrangements (as of 31 December 1998). UNDP interacts on a daily basis with the United Nations Mine Action Service in this area.

31. Through these multiple steps, UNDP has begun to address the underlying causes of special development situations. Much still needs to be done: UNDP needs to consolidate and strengthen its management of these situations, boosting its own substantive capacity in key areas, including through staff development. More effective corporate systems and networks are needed for resource mobilization and effective partnerships to fill the gap between relief and development. A number of effective patterns of intervention have been defined to address key underlying causes. Further work needs to be done to develop them into consistent products and to equip the organization for new sets of challenges. The momentum to improve UNDP coordination support, particularly within the wider context of UNDG, must also be maintained.

III. MOVING FORWARD

A. Guiding principles

32. There is clearly a need to improve UNDP performance in special development situations and to make it a more predictable partner within an increasingly robust, inter-agency framework. UNDP special development operations must be coherent with its overall corporate goals and remain consistent with its policy of strategic engagement with programme countries. It is also clear that additional extrabudgetary resources are required to consolidate and expand these programmes.

33. If well managed, the organization's comparative advantages can be translated into a vital contribution to countries facing special development challenges, by offering to local and international efforts:

- *Continuity* - to the long-term process of peace-building and/or recovery that will see a high turn-over of actors from inception through to fruition, while UNDP can build on its continuous presence in the country;
- *Complementarity and coordination* - by supporting multidisciplinary and multi-donor frameworks that ensure that all points are covered;
- *Counterparts* - in local and national government, upon whom long-term success depends and whose capacities are the focus of UNDP work;
- *A community-wide approach* - that caters for a wider host community that naturally complements the targeted assistance of partner agencies (i.e., UNHCR for returnees or the United Nations Children's Fund (UNICEF) for mothers and children); and above all,
- *Speed and timeliness in response* – given the unparalleled devolution by UNDP of decision-making to its local managers.

B. The way forward

34. UNDP will focus particularly in the future on: (a) strengthening its support to the resident/humanitarian coordinator system; (b) expanding its partnerships with key organizations and agencies; (c) improving preventive

activities; (d) consolidating activities both in post-conflict and post-disaster situations under sustainable recovery programmes; and (e) strengthening its own response capacities.

1. Strengthening UNDP support to the Resident/Humanitarian Coordinator

35. The key to transforming the international response to crisis from a series of reactive, fragmented actions to a pro-active jumpstart for sustainable recovery is the formulation of a comprehensive approach that integrates prevention, peace-building, relief, rehabilitation and recovery initiatives. UNDP views support to this effort as the most important of its core roles in special development situations.

36. In all countries, UNDP will work through the resident coordinator system, emphasizing: (a) early joint planning and prioritization; (b) demand-driven rather than agency-driven assessments of needs and local capacities; (c) the importance of a clearly agreed division of labor through inter-agency collaboration; and (d) the need for more flexible financing systems for transitional programming. Every effort will be made to support the centrality of national authorities in the management of these processes and to include all international actors in a single, inclusive, participatory approach.

37. Successful collaboration within the resident coordinator system is dependent on a number of key factors:

(a) The extent to which the resident coordinator system is accepted as a shared responsibility among all United Nations specialized agencies, funds and programmes. This is, in fact, the trend in a growing number of countries, where emphasis is now put on ensuring the synergy that a well-functioning resident coordinator system can stimulate. In these cases, specific needs and services are identified in which joint analysis or action will add value to individual efforts, i.e., those areas in which the whole is greater than the sum of the parts;

(b) The fit between the style of leadership of the Resident Coordinator and the needs and services identified by the country team. In principle, leadership of United Nations country teams should be understood as effective facilitation, i.e., facilitation of processes and the catalysing of joint efforts;

(c) In situations where the Secretary-General has designated a Special Representative or Representative, there is a need for clear responsibilities and appropriate support mechanisms to ensure an efficient division of labour and synergy in United Nations crisis and post-crisis recovery assistance;

(d) The availability of resources to resident coordinators to allow them to take collaborative initiatives, often at short notice – for example, rapid needs assessments and analyses, advocacy work, or programme initiatives in response to rapidly evolving situations.

38. UNDP will work at the inter-agency level to build on progress made in developing common tools and frameworks in this regard, including the CCA, the UNDAF, the United Nations Strategic Framework and the World Bank's Comprehensive Development Framework (CDF). Country teams will be encouraged to use these tools as a starting point but also to innovate to meet the needs of their particular situations.

2. Partnerships

39. In the Administrator's Business Plans 2000-2003 (DP/2000/8), the need for strategic partnerships is emphasized not only as a dimension of external relations but as a precondition for development effectiveness. Nowhere are strategic partnerships more important - or more challenging - than in crisis, post-conflict and recovery situations. They are important because the outcomes required in such situations are time-bound, multiple and often enormous in scale, requiring action on many fronts simultaneously at a time when thousands of lives may be in peril. These situations are also challenging because the number of actors involved are often too many or too few, with differing agendas and programming cycles. The Administrator, reflecting the whole thrust of United Nations reform, is committed to closer, more substantive partnerships with key international and multilateral actors such as the World Bank and the European Union, as well as non-state actors and civil society organizations in situations where their role is vital.

40. UNDP will intensify ongoing efforts to meet this challenge, both in its own relationships with programme countries and in its resident coordinator role within the United Nations system. In special development situations,

UNDP will seek a broad network of strategic partnerships, including with the Department of Political Affairs (DPA), the Department of Peace-keeping Operations (DPKO) and OCHA of the United Nations Secretariat, as well as with organizations such as UNICEF, UNHCR, WFP and the Office of the High Commissioner for Human Rights (OHCHR). The ILO, the International Office of Migration (IOM) and the Food and Agriculture Organization of the United Nations (FAO) are also increasingly important players and the Bretton Woods institutions are playing a growing role in crisis, especially post-crisis situations. UNDP will seek to become an effective partner with them to facilitate joint work that draws on respective strengths while pursuing longer-term collaboration in areas such as macro-economic stabilization. Joint assessments, planning and collaboration in training (such as the early warning and preventive measures workshops being provided by the Turin Staff College) will be expanded. International and local NGOs, which are frequently implementing partners for the United Nations, as well as civil society groups, the academic community, and the private sector, all have a role to play both in prevention and in post-crisis recovery. UNDP will seek to work with these actors to maximize their contribution and comparative advantages within the context of an overall recovery or preventive strategy. The same applies to regional and subregional organizations, whose role is increasingly being recognized by the United Nations. Finally, the local and international media can also make a constructive contribution to prevention or stabilization.

3. Prevention

41. While UNDP has an expanding portfolio of disaster-mitigation and disaster-preparedness programmes, its activities in crisis and conflict have tended to deal with the period of upheaval and its aftermath. There is a growing realization, however, that early action could contribute to preventing or ameliorating such crises. In close coordination with local and national authorities, steps to promote social and institutional advances can help to keep pre-existing tensions from developing into violent conflict. Such preventive action is an area where programme and donor countries alike are now asking that UNDP strengthen its work. This requires integrating prevention strategies into broader development activities.

42. As a non-political institution that addresses the economic causes of conflict, UNDP will seek primarily to promote institutional and consultative processes at the invitation of local and national authorities, drawing on the long relationship of trust that UNDP enjoys and its knowledge of local conditions. Such processes will usually focus on seeking consensus on central economic, social, political, legal and constitutional issues, while supporting civil society, conflict resolution and reconciliation at the community level. Action taken in partnership with local and national authorities can contribute to peace-building, institutional consolidation and improved public policies. Experience has demonstrated that post-conflict reconstruction often must aim at helping a society to overcome long-standing causes of violence. Programme countries are increasingly asking UNDP to ensure that post-conflict recovery strengthen the rule of law, and establish effective, accountable and transparent public institutions, as well as administrative and economic practices.

43. UNDP now faces the need to develop new methodologies and tools to integrate prevention of conflict into its programming, as well as to measure the impact of development strategies and projects on reducing the risk of conflict. This work will primarily be designed for countries that have already suffered conflict or are clearly threatened by violence, where social and economic change can be destabilizing. Development and conflict-prevention strategies need to be sensitive to such issues as inequitable distribution of resources, exclusion, burden-sharing, displacement and settlement and their impact on conflict. UNDP will seek in its programmes to indicate how such conditions might be prevented from degenerating into violence. Guidelines, methodologies and training are needed in this area.

44. UNDP will also continue to emphasize prevention in its work in natural disasters. Such disasters disproportionately harm the most vulnerable social groups, already living in precarious conditions brought about by chronic poverty, social and economic exclusion, unplanned urbanization, inadequate planning and population growth. Long-term improvement will come only by incorporating disaster-prevention measures in the regular development strategy of UNDP.

4. Programming for sustainable recovery

45. In the aftermath of a disaster or in a post-conflict situation, the UNDP multisectoral approach, capacity-building work and improved speed of response will be used to develop a country-specific recovery framework, working with other major partners. Drawing on UNDP support to the inter-agency coordination process, these frameworks will provide a platform for a concerted response. Support to building national capacity will continue to

be the guiding principle of UNDP in these situations. When appropriate, UNDP itself will continue to deliver discrete programmes as part of wider, agreed frameworks, building on successful programmes of the past.

46. UNDP assistance to recovery will continue to be aimed at working with partners to bridge the gaps that emerge in processes of transition: providing institutional continuity; bridging the funding cycles between relief and longer-term reconstruction phases; and jump-starting the national capacity-building and local-ownership process. Because of its near universal presence and rapid disbursement ability, UNDP is well-placed to provide essential short-to-medium-term development assistance after a crisis strikes. It will then move into its more traditional capacity-building role when longer-term assistance can be made available by partners such as the World Bank and regional multilateral banks.

47. As part of a wider recovery framework and where requested by programme countries, UNDP work may include the following components, financed primarily by extrabudgetary resources, as has been the practice to date:

(a) *Reintegration of war and disaster-affected populations.* Support will focus on restoring the social and human capital of populations affected by war and disaster (e.g., returnees, internally displaced persons (IDPs) and ex-combatants) through area and community-based approaches. The goal of these activities will be to contribute to political and economic stability by helping communities to reconstruct the systems, relationships and management structures that make sustainable recovery possible. In collaboration with the United Nations Development Fund for Women (UNIFEM), UNDP will also give priority to improving the conditions of and opportunities for women, with a view to increasing their access to political and economic power at all levels. UNCDF and others will continue to play a key role in supporting the implementation of the highly successful area development programme approach;

(b) *Infrastructure rehabilitation.* In the immediate aftermath of crisis, UNDP will help to promote peace and security through the rehabilitation of basic social and economic infrastructures. This may also include assistance to the reconstruction of physical infrastructure, such as schools, health centres, and community centres, to support overall social and economic rehabilitation;

(c) *Natural disasters.* Following natural, technological and environmental disasters, UNDP will aim to strengthen the capacity of national and community-level institutions for disaster-management and disaster-reduction measures, as part of recovery programmes. The goal is to ensure a sustainable reduction in disaster risks and vulnerabilities;

(d) *Mine-action capacity-building.* UNDP will continue to build national capacity for integrated, sustainable national and local mine-action programmes;

(e) *Rule of law.* Many conflicts arise when respect for the rule of law breaks down. This often occurs as a result of unsound legal, constitutional and institutional frameworks or the lack of implementation of more acceptable frameworks. Working with national authorities, UNDP will aim to assist them to develop legal frameworks consistent with international standards, support public institutions able to resolve conflicts peacefully, and strengthen indigenous mechanisms for conflict resolution. Other steps may include institutional and staffing capacities to implement legal reforms, including attention to customary law and traditional institutions. Further areas of action in coordination with national authorities may also include security-sector reform, national human rights institutions, reconciliation, and participation in the law and institutional reform process;

(f) *Public-sector capacity-building.* Macroeconomic stability and rehabilitation should be at the centre of the post-conflict reconstruction and development agenda. The OECD/DAC Guidelines on Conflict, Peace and Development Co-operation stress the need to mobilize expertise, at an early stage, to assist in this area in post-conflict situations. Experience has borne this out. In partnership with the World Bank, IMF and other major multilateral financial institutions, UNDP will support national efforts in the area of economic stabilization as part of the reconstruction agenda.

5. Improving the response capacity of UNDP

48. To deliver these much-needed services to countries in special development situations, and fulfil its responsibilities as a reliable partner at the inter-agency level, UNDP must continue to improve its performance and capacity.

49. First, UNDP needs to improve the speed of its response. Rapid response is not uniquely a requirement of relief agencies. In the context of assisting in bridging the gap from relief to development and jump-starting recovery processes, UNDP needs to move quickly when a crisis begins, primarily aiming to reinforce its country offices and resident coordinators on the ground—or to establish an office in situations such as Kosovo or East Timor, where none existed before. When a crisis begins, UNDP must become better able to take advantage of its continuous presence and move rapidly to support coordination systems, programme frameworks and partnerships needed to move past relief to recovery with minimum delay. In such work, UNDP will focus on development efforts while humanitarian actors treat the immediate effects of the crisis. UNDP will improve decision-making at headquarters to speed up response, including rapid deployment measures and special (temporary) programming regimes to back up the resident coordinator on the ground. Part of this effort is a growing number of standing agreements with partner organizations in Denmark, Norway and elsewhere. A special initiative with the United Nations Volunteers Programme is also expected to make a key contribution.

50. Second, it is crucial that the resources that are put in place are the right ones. Part of the UNDP wider learning and knowledge management effort is aimed at defining best practices in special development situations so that country offices have quick access to the latest thinking and most effective methodologies and strategies. Substantive back-up expertise in fields such as reintegration, mine action, disaster mitigation and the rule of law is being built up to provide this kind of support in these operations.

51. During the next three years, UNDP will also make substantial investments in its people, including intensified training, entry-level recruitment programmes and career counseling for work in special development situations. The Administrator is forging new relationships between staff and management, offering more growth opportunities for higher performance. A major initiative is to speed up and focus personnel procedures to address the demands of special development situations. But the overall commitment is to see that the competencies required to operate successfully in such circumstances are mainstreamed throughout the organization.

IV. EXECUTIVE BOARD ACTION

52. The Executive Board may wish to review the issues contained in the present report and to take note of its contents.